

## Dedicated Resources

Key information about HIV/AIDS housing resources in Seattle-King County:

- In 2004, the City of Seattle received \$1.69 million in HOPWA funds for King and Snohomish Counties.
- Approximately 296 housing units were supported with HOPWA funds.
- Rental assistance was provided to 146 individuals in King and Snohomish Counties.
- Approximately \$915,000 in Ryan White CARE Act Title I funds were spent on housing.

### HIV/AIDS-Dedicated Resources in the National Context

No specific funding dedicated to AIDS housing existed prior to 1990. Local corporations, foundations, churches and faith-based communities, generous individuals, local governments, and significant volunteer labor drove the creation of early housing projects. Much of the development and provision of AIDS housing has since shifted to mainstream affordable and supportive housing providers, as well as public housing authorities and local governments.

The federal government has established two programs that now provide funding dedicated to serving people living with HIV/AIDS—the Housing Opportunities for Persons with AIDS (HOPWA) program administered by the U.S. Department of Housing and Urban Development (HUD) and the Ryan White Comprehensive AIDS Resources Emergency (CARE) Act program administered by the U.S. Department of Health and Human Services, Health Resources and Services Administration (HRSA). Both can be used to fund housing and related support services, although the eligible activities differ between programs. Other federal programs also provide funding for housing low-income people, regardless of HIV status, and are described in *Appendix V*.

Since 1992, the federal government has allocated more than \$2 billion for the HOPWA program to support community efforts to create and operate HIV/AIDS housing and provide related services.<sup>105</sup> In the first year of the program, 27 eligible metropolitan statistical areas (EMSAs) and 11 eligible states received formula allocations of \$42.9 million. By fiscal year 2004, \$292 million in HOPWA funds was available for formula allocations and competitive awards. A total of 117 jurisdictions—79 metropolitan areas and 39 states—received formula allocations in 2004.<sup>106</sup>

<sup>105</sup> U.S. Department of Housing and Urban Development, *Housing Opportunities for Persons with AIDS (HOPWA)*, Fact Sheet. Available online: <http://www.hud.gov/offices/cpd/aidshousing/programs/index.cfm> (Accessed: May 4, 2004).

<sup>106</sup> U.S. Department of Housing and Urban Development, Office of HIV/AIDS Housing, *Housing Opportunities for Persons with AIDS (HOPWA)*. Available online: [www.hud.gov/offices/cpd/aidshousing/programs/formula/serviceareas/index.cfm](http://www.hud.gov/offices/cpd/aidshousing/programs/formula/serviceareas/index.cfm) (Accessed: March 31, 2004).

The Ryan White CARE Act was first authorized in 1990 to address the full range of unmet health needs of people living with HIV/AIDS by funding primary healthcare and related support services, and increasing access to care for underserved populations. The Ryan White CARE Act represents the largest dollar investment made by the federal government specifically for the provision of services for people living with HIV/AIDS. In fiscal year 2004, Congress appropriated \$2 billion for use under the CARE Act, which serves more than 500,000 individuals each year.<sup>107</sup>

Many AIDS housing and service providers rely on funding from HOPWA and Ryan White CARE Act to support their programs. The first phase of a Vanderbilt University AIDS housing cost study determined that 66 percent of the nation's AIDS housing providers received HOPWA funding for AIDS housing and services, while 55 percent received CARE Act funds.<sup>108</sup>

## **Housing Opportunities for Persons with AIDS (HOPWA)**

Housing Opportunities for Persons with AIDS (HOPWA), a program of HUD, provides funding for housing and housing-related services for people living with HIV/AIDS and their families. EMSAs and states receive direct allocations of HOPWA funding when 1,500 cumulative cases of AIDS are diagnosed in a HUD-determined geographic region.

HOPWA funds are awarded to state and local governments to design long-term, comprehensive strategies for meeting the housing needs of people living with HIV/AIDS and their families. Participating jurisdictions have the flexibility to provide a range of housing assistance, including:

- Housing information services
- Project- or tenant-based rental assistance
- Short-term rent, mortgage, and utility payments to prevent homelessness
- Housing development and housing operating costs
- Support services

Ninety percent of HOPWA funds are awarded through formula grants, and the remaining 10 percent are awarded through a competitive grant program. HUD awards 75 percent of HOPWA formula grant funds to eligible states and qualifying cities. The remaining 25 percent of funds are allocated among metropolitan areas that have had a higher than average per capita incidence of AIDS. HOPWA grantees may carry out eligible programs themselves, deliver them through any of their administrative entities, select or competitively solicit project sponsors, and/or contract with service providers.

## **HOPWA Funding in Seattle-King County**

The City of Seattle Human Services Department is the regional grantee and coordinator of the HOPWA program, providing resources to King and Snohomish Counties. The City, in conjunction with the AIDS Housing Committee, plans and implements HOPWA-funded programs and projects to provide assistance to low-income people disabled by HIV/AIDS and their families. The AIDS

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<sup>107</sup> U.S. Department of Health and Human Services, Health Resources and Services Administration, *HRSA FY 2004 Budget*. Available online: [newsroom.hrsa.gov/NewsBriefs/2004/FY04-HRSA-Budget.htm](http://newsroom.hrsa.gov/NewsBriefs/2004/FY04-HRSA-Budget.htm) (Accessed: March 31, 2004).

<sup>108</sup> Debra Rog and Sidra Goldwater, *The Landscape of AIDS Housing*, Vanderbilt University, Washington, DC, 1999, p. 9.

Housing Committee is comprised of community-based agencies and organizations providing housing and services to people living with HIV/AIDS.

Allocations for HOPWA are used primarily to sustain and expand the existing HIV/AIDS housing and service continuum, as funding permits. HOPWA priorities are to prevent homelessness among people with HIV/AIDS and promote stable, permanent housing where appropriate. The Seattle-King County housing continuum includes:

- Permanent housing development through rent buy-downs in existing nonprofit-owned buildings, new construction, and set-aside units in acquisition projects
- Tenant-based rental assistance to keep people in their own homes while waiting for a permanent subsidy
- Countywide scattered site units for people capable of living independently
- Community residences
- Service-enriched housing
- Adult day health
- Assisted living

Local housing and service providers receive grants from the City of Seattle to provide opportunities throughout the housing continuum. King County grantees include: AIDS Housing of Washington, Bailey-Boushay House, Downtown Emergency Service Center, Lifelong AIDS Alliance, Multifaith Works, Plymouth Housing Group, and Rosehedge AIDS Housing and Health Care. In addition, Catholic Community Services of Snohomish County and the Housing Authority of Snohomish County receive HOPWA grants from the City of Seattle to provide services in Snohomish County.

**Table 16** shows the King County actual HOPWA expenditures and allocations by agency for program year 2004.

*Table 16:*  
**King and Snohomish Counties HOPWA Funding Allocations  
for the 2004 Program Year**

	<b>Capital Costs</b>	<b>Rental Assistance</b>	<b>Support Services</b>	<b>Operating Costs</b>	<b>Total Request</b>	<b>2003 Allocation</b>
DESC-Lyon Building	—	—	\$124,958	—	\$124,958	\$121,209
Lifelong AIDS Alliance	—	\$439,164	\$75,836	\$10,000	\$525,000	\$509,250
Bailey-Boushay-Adult Day Health	—	—	\$86,370	\$63,630	\$150,000	\$145,500
Plymouth Housing Group	\$88,701	—	\$7,839	\$20,281	\$116,821	\$113,316
Multifaith Works	—	—	\$98,623	\$84,202	\$182,825	\$177,340
Rosehedge	—	—	\$87,046	\$77,954	\$165,000	\$160,050
Catholic Community Services/Snohomish	—	\$19,000	\$103,136	\$8,000	\$130,136	\$130,136
Housing Authority of Snohomish County	—	\$96,300	—	—	\$96,300	\$96,300
Seattle Office of Housing	\$148,126	—	—	—	\$148,126	\$175,000
Consulting	—	—	—	—	—	\$11,065
<b>Total</b>	<b>\$236,827</b>	<b>\$554,464</b>	<b>\$583,808</b>	<b>\$264,067</b>	<b>\$1,639,166</b>	<b>\$1,639,166</b>
<b>Percent of Total</b>	<b>14%</b>	<b>34%</b>	<b>36%</b>	<b>16%</b>	<b>100%</b>	<b>100%</b>

Source: City of Seattle, Human Services Department, HOPWA Program, March 2004.

Note: In Seattle-King County, HOPWA-funded programs provide housing and services only to people disabled by AIDS with income at or below 50 percent of median family income.

In program year 2003, the City of Seattle received \$1.7 million for the HOPWA program. **Table 17** outlines the expenditures of that grant for King and Snohomish Counties. Nearly 300 units of housing were supported with \$1.3 million in HOPWA funds. An additional \$7.6 million was leveraged from other community funding sources.

*Table 17:*  
**HOPWA Expenditures for Program Year 2003,  
 King and Snohomish Counties\***

Type of Unit	Units with HOPWA Funds	Amount of HOPWA Funds	Amount of Other Funds
Rental Assistance	146	\$528,915	\$119,408
Short-term/emergency housing payments	34	\$15,483	N/A
Units in facilities with operating support	101	\$202,430	\$105,483
Units in facilities being developed, not yet opened	15	\$600,000	\$7,444,515
<b>Total</b>	<b>296</b>	<b>\$1,346,828</b>	<b>\$7,669,406</b>

Source: City of Seattle, Human Services Department, *2003 HOPWA Formula Grantee Annual Reporting*, March 2004.

\*Table does not include funding for housing support services for program year 2003.

### ***Recent HOPWA Program Accomplishments, Program Year 2003***

**Rental assistance** was provided to 146 individuals in King and Snohomish Counties in program year 2003. This is mainly used as a transitional housing resource, helping to keep people in their homes while waiting for permanent rental assistance, such as Section 8 or Shelter Plus Care. This resource also helps individuals establish rental and credit histories.

HOPWA funds were used to support **facility-based housing**, including development costs, operating costs, and community residences. Between 1993 and 2002, 125 permanent housing units and 16 transitional units were created for people living with HIV/AIDS with HOPWA funds through set-asides, new construction, acquisition, and rehabilitation. During the past year, HOPWA funds were used to help support the following developments:

- HOPWA provided an additional \$200,000 to the previous year's allocation of \$500,000 to the City of Seattle Office of Housing for additional development. HOPWA funds were used to leverage \$11 million in local, state, federal, and private funds for projects being developed by AIDS Housing of Washington and Housing Resources Group. Nineteen units will be set aside for people with AIDS and their families, along with ten units for homeless families in transition.
- HOPWA funded operating costs in community residences, scattered site transitional and permanent units, and assisted living, which together served 101 people. The Adult Day Health program at Bailey-Boushay House, which received operating support, served 159 people with medication management and housing support.
- Lifelong AIDS Alliance, which serves as the centralized housing intake and referral organization for King County, served 134 individuals with housing and related services with HOPWA funds.

- The Lyon Building received funding for support services and to provide intensive on-site services and meals to people with HIV/AIDS who are also mentally ill and/or chemically dependent. Twenty-six individuals received housing stability services in fiscal year 2003.
- An in-depth capital needs assessment of HOPWA-funded projects in the AIDS housing inventory was completed and \$250,000 was set aside to address priority repairs for the next two years.

Through all of these programs in the continuum, more than 500 people in King and Snohomish Counties were served in program year 2003.

In addition, Shirley Bridge Bungalows was completed in 2002, providing six new one- and two-bedroom units for families and individuals living with HIV/AIDS. Also, 36 new units were identified in the community, of which 14 were occupied by the end of the HOPWA grant period, including some units for monolingual Spanish speakers.

## **Ryan White CARE Act**

The Ryan White CARE Act represents the largest dollar investment made by the federal government specifically for the provision of services for people living with HIV/AIDS. As part of that goal, the CARE Act allows housing-related assistance as eligible expenditures under Titles I, II, and IV. Two types of housing-related expenditures are typically covered:

- Housing referral services, such as assessment, search, placement, and advocacy services
- Short-term emergency housing, such as short-term rental assistance, emergency shelter stays, short-term residential treatment, short-term assisted living, and temporary/transitional housing programs

### **Ryan White CARE Act Funding in Seattle-King County**

Ryan White CARE Act Title I funds are awarded to metropolitan areas of over 500,000 people with at least 2,000 AIDS cases in the preceding five years. In fiscal year 2003, King County received \$6,370,210. More than 1,500 people were served with Title I funds. Approximately \$915,000 was spent on housing and related services.<sup>109</sup>

Ryan White CARE Act Title II program funds are awarded to all states based on a formula. Title II funds are for services for people living with HIV/AIDS and for state AIDS Drug Assistance Programs (ADAP). In fiscal year 2003, Washington State received \$10,986,852 in Title II funds.<sup>110</sup>

In addition, King County receives Title III funding for medical services and Title IV funding for women, infants, and children. Harborview Medical Center Madison Clinic received \$446,864 and Country Doctor Community Health Centers received \$527,824 in Title III funds. Northwest Family Center received \$901,942 in Title IV funds. Cumulatively, across all four Title funding sources, approximately 2,000 individuals were served in 2003.<sup>111</sup>

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<sup>109</sup> Public Health – Seattle & King County, HIV/AIDS Program email correspondence with AHW staff, December 15, 2003 and March 22, 2004.

<sup>110</sup> Ibid.

<sup>111</sup> Ibid.

Public Health – Seattle & King County (Public Health) received a 7 percent decrease in Title I funding for fiscal year 2004. Funding for housing and related services is expected to be \$930,000.<sup>112</sup>

### **HIV/AIDS Care Services Comprehensive Needs Assessment**

Between March and December 2003, Public Health's HIV/AIDS Program and the HIV/AIDS Ryan White Planning Council conducted a comprehensive needs assessment of HIV/AIDS care services in King County. While service providers report that most of their caseloads are comprised of White/Caucasian men who have sex with men (MSM), provider survey respondents across the Continuum of Care have reported seeing increasing percentages of clients from other populations. The most significant changes have included an increase in the number of people of color, clients who live outside of Seattle, clients who are primary speakers of languages other than English, and MSM who are also injection drug users.<sup>113</sup>

Half of the nearly 500 consumer survey respondents identified case management (57 percent), housing assistance and related services (50 percent), and emergency financial assistance (48 percent) as services that helped them cope with their HIV/AIDS-related health issues.<sup>114</sup> Among the nearly 200 providers who responded to the provider survey, 81 percent identified case management as a service priority, 47 percent identified housing and related services, and 11 percent identified emergency financial assistance.<sup>115</sup>

However, for service gaps, meaning services that consumers needed but could not get, 34 percent identified emergency financial assistance and 24 percent identified housing assistance and related services. These were the top two service gaps. Only 6 percent of respondents said they needed but could not get case management.<sup>116</sup> For providers, 58 percent identified housing assistance and related services as a gap, 35 percent identified emergency financial assistance, and 7 percent identified case management.<sup>117</sup>

### **Inventory of AIDS Housing Resources**

Seattle-King County is one of a handful of communities across the country that has developed a true continuum of housing resources for persons living with AIDS, from emergency assistance through skilled nursing care, with the support of key stakeholders in local and state government, housing development organizations, and healthcare agencies. The AIDS-dedicated housing inventory in King County is managed by a central agency, Lifelong AIDS Alliance (LLAA), and eligibility for transitional and permanent housing through LLAA is based on two factors: annual income at or below 50 percent of Median Family Income (MFI) and an AIDS disability as certified by a doctor.<sup>118</sup>

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<sup>112</sup> Ibid.

<sup>113</sup> Public Health – Seattle & King County, HIV/AIDS Program, *2003 Seattle-King County HIV/AIDS Care Services Comprehensive Needs Assessment*, 2004, p. 3.

<sup>114</sup> Ibid, p. 34.

<sup>115</sup> Ibid, p. 37.

<sup>116</sup> Ibid, p. 43.

<sup>117</sup> Ibid, p. 46.

<sup>118</sup> At the time the plan was issued, these were the eligibility criteria in place for permanent and transitional housing programs available through King County's centralized AIDS housing referral and waitlist system. However, this plan includes a recommendation to change the eligibility criteria for these resources.



The inventory of housing dedicated to people living with AIDS has increased since the *2001 Report on HIV/AIDS Housing in Seattle-King County* was issued. The total number of units has expanded from 459 to 522. The majority of the increase is in permanent independent units. **Table 18** presents information on AIDS-dedicated housing in Seattle-King County, by type.

*Table 18:*  
**Inventory of AIDS-Dedicated Units and Beds in  
King County, by Type**

Type of Housing	Units/Beds
Transitional/Short-Term Independent	79
Transitional Supportive Group Housing	21
Permanent Independent	369
Assisted Care	18
Skilled Nursing	35
<b>Total</b>	<b>522</b>

**Tables 19 through 23** present information about HIV/AIDS-dedicated housing programs, organized by type of housing.

*Table 19:*  
**Transitional/Short-Term Independent Housing Units/Beds**

Program	Units/Beds
<b>HOPWA Rental Assistance</b>	50
<b>Housing Resources Group</b>	
Cambridge/scattered-site transitional	12
John Winthrop	4
Olive Tower Apartments	2
<b>Multifaith Works/Lifelong AIDS Alliance</b>	
Casa Luis	8
<b>Plymouth Housing Group</b>	
Hadden Hall	3
<b>Total</b>	<b>79</b>



*Table 20:*  
**Transitional Supportive Group Housing Units/Beds**

<b>Program</b>	<b>Units/Beds</b>
<b>Multifaith Works</b>	
Hillman House	6
Ravenna House	6
Beighle House	5
Beacon House	4
<b>Total</b>	<b>21</b>

*Table 21:*  
**Permanent Independent Housing Units/Beds**

<b>Program</b>	<b>Units/Beds</b>
<b>AIDS Housing of Washington</b>	
Lyon Building (Downtown Emergency Service Center)	64
Scattered Site Projects (King County Housing Authority)	16
Shirley Bridge Bungalows (Seattle Housing Authority)	6
<b>Housing Resource Group</b>	
Judkins Park Apartments (in development)	4
Genesee Housing (in development)	6
<b>King County Housing Authority</b>	
KCHA Terminally Ill Program*	25
KCHA Housing Access and Services Program—HASP	29
<b>Low-Income Set-Asides</b>	
Lutheran Alliance to Create Housing—LATCH	2
Capitol Hill Housing Improvement Program—CHHIP	8
Elizabeth James (1), Helen V (1), Villa (6)	
Plymouth Housing Group (PHG)	16
Colwell (4), Pacific Hotel (5), Plymouth Place (7)	
<b>Plymouth Housing Group</b>	
Cal Anderson House	23
<b>Seattle Housing Authority</b>	
<b>Housing Choice Voucher Program (Section 8)</b>	138
<b>Shelter Plus Care</b>	33
<b>Total</b>	<b>369</b>

\*Vouchers allocated by KCHA and distributed by Lifelong AIDS Alliance. If a voucher is not in use, it is not returned to Lifelong AIDS Alliance.

*Table 22:*  
**Assisted Living Housing Units/Beds**

<b>Program</b>	<b>Units/Beds</b>
<b>Rosehedge</b>	
Rosehedge Assisted Living	12
DeWolfe House	6
<b>Total</b>	<b>18</b>

*Table 23:*  
**Skilled Nursing Units/Beds**

<b>Program</b>	<b>Units/Beds</b>
<b>AIDS Housing of Washington</b>	
Bailey-Boushay House (Virginia Mason Medical Center)	35
<b>Total</b>	<b>35</b>